

109TH CONGRESS  
1ST SESSION

# H. R. 1320

To secure the borders of the United States, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

MARCH 15, 2005

Mr. REYES introduced the following bill; which was referred to the Committee on the Judiciary, and in addition to the Committee on Homeland Security, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

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## A BILL

To secure the borders of the United States, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE; TABLE OF CONTENTS.**

4 (a) SHORT TITLE.—This Act may be cited as the  
5 “Secure Borders Act”.

6 (b) TABLE OF CONTENTS.—The table of contents for  
7 this Act is as follows:

Sec. 1. Short title; table of contents.

TITLE I—SECURING OUR BORDERS

Subtitle A—Infrastructure Enhancements

- Sec. 101. Establishment of Land Border Infrastructure Improvement Fund.
- Sec. 102. Requiring a vulnerability assessment of land ports of entry.
- Sec. 103. Enhancing SENTRI, FAST, and NEXUS preenrollment programs.

#### Subtitle B—Enhancing Border Monitoring Technology

- Sec. 111. Deployment of surveillance systems along the U.S.-Mexico border.
- Sec. 112. Deployment of surveillance systems along the US-Canadian border.
- Sec. 113. Level of K–9 units.
- Sec. 114. Deployment of radiation portal monitors on the southern border.

#### Subtitle C—Ensuring Sufficient Well-Trained Personnel at Our Borders

- Sec. 121. Double the number of CBP personnel.
- Sec. 122. Assessing staffing needs at our borders.
- Sec. 123. Additional and continuous training for inspectors.
- Sec. 124. Requiring report on the “one face at the border initiative”.

#### Subtitle D—Establishing a Comprehensive Border Security Strategy

- Sec. 131. Land border security strategy.
- Sec. 132. Improved Information Sharing.
- Sec. 133. Creation of northern and southern border coordinators.
- Sec. 134. Smart Border Accord implementation.
- Sec. 135. Sense of Congress on the period of admission for border crossing card holders.

#### Subtitle E—Enhancing Border Security Programs

- Sec. 141. Creating a more effective entry-exit system.
- Sec. 142. Transportation worker identification card.
- Sec. 143. Standards and verification procedures for the security of intermodal cargo containers.
- Sec. 144. Sense of Congress on the need for additional staff for the United States Consulate-General in Mexico.

#### Subtitle F—Securing Our Tribal and Federal Lands and Territories

- Sec. 151. Office of Tribal Security.
- Sec. 152. Transfer of “shadow wolves” from CPB to ICE.
- Sec. 153. DHS and DOI coordination on border security; provision of temporary authority to DHS to transfer funds.

### TITLE II—SECURING THE INTERIOR; TOOLS FOR BORDER SECURITY

#### Subtitle A—Increase in Staff for ICE

- Sec. 201. ICE strategy and staffing assessment.

#### Subtitle B—Increase in Detention Space

- Sec. 211. Sense of Congress regarding processing of criminal aliens while incarcerated.
- Sec. 212. Sense of Congress regarding increase in prosecutors and immigration judges.

#### Subtitle C—Enhancing Law Enforcement Access to Informants

Sec. 221. New class of nonimmigrant aliens.

Sec. 222. Adjustment of status of nonimmigrant to that of person admitted for permanent residence.

#### Subtitle D—Increased Penalties for Smuggling

Sec. 231. Combating aggravated alien smuggling.

Sec. 232. Increased criminal sentences and fines for alien smuggling.

Sec. 233. Increased penalty for smuggling.

### TITLE III—BEYOND OUR BORDERS (INTERNATIONAL)

#### Subtitle A—Coordinating DHS Mission Overseas

Sec. 301. Office of International Affairs; effective and efficient management and coordination of international assignments.

Sec. 302. Creation of an Office of Overseas Service.

#### Subtitle B—Implementing a More Effective Visa Security Program

Sec. 311. Implementing a more effective visa security program.

#### Subtitle C—Securing the Visa Waiver Program

Sec. 321. Visa waiver program passenger screening; biographical checks.

Sec. 322. Defining security Responsibilities of the Visa Waiver Program Office.

Sec. 323. Additional and continuous training for inspectors in fraud and imposter detection.

Sec. 324. Authorization of funds.

### TITLE IV—SECURING THE IMMIGRATION BENEFITS PROCESS

Sec. 401. Immigration Ombudsman.

Sec. 402. CIS workflow, technology, and staffing assessment.

Sec. 403. Study on biometrics.

Sec. 404. Digitizing immigration functions.

Sec. 405. Study on digitizing immigration benefit applications.

## 1           **TITLE I—SECURING OUR** 2                           **BORDERS**

### 3           **Subtitle A—Infrastructure** 4                           **Enhancements**

#### 5   **SEC. 101. ESTABLISHMENT OF LAND BORDER INFRASTRUC-** 6                           **TURE IMPROVEMENT FUND.**

7           (a) IN GENERAL.—There is established in the general  
8 fund of the Treasury a separate account which shall be  
9 known as the “Land Border Infrastructure Improvement

1 Fund”. Amounts deposited in such fund shall remain  
 2 available to the Secretary of Homeland Security until ex-  
 3 pended, subject to the provisions of appropriations Acts,  
 4 to carry out infrastructure and technology improvement  
 5 projects at our nation’s ports of entry, as assessed in sec-  
 6 tion 102, to reduce and prevent the nation’s land border  
 7 vulnerability to terrorist attack, and penetration by terror-  
 8 ists and criminals, while effectively facilitating the move-  
 9 ment of goods, services, and legitimate travelers.

10 (b) AUTHORIZATION OF APPROPRIATIONS.—There  
 11 are authorized to be appropriated \$1,000,000,000 to carry  
 12 out the projects described in subsection (c).

13 (c) PROJECTS DESCRIBED.—The Secretary of Home-  
 14 land Security may carry out infrastructure and technology  
 15 improvement projects recommended in the report sub-  
 16 mitted under section 102 in order to reduce the vulner-  
 17 ability of ports of entry.

18 **SEC. 102. REQUIRING A VULNERABILITY ASSESSMENT OF**  
 19 **LAND PORTS OF ENTRY.**

20 (a) INITIAL ASSESSMENT.—

21 (1) IN GENERAL.—The Secretary of Homeland  
 22 Security shall conduct an assessment of the vulner-  
 23 ability of each United States land port of entry to  
 24 penetration by terrorists and criminals or terrorist  
 25 attack. In carrying out assessments under this para-

graph, the Secretary shall categorize the vulnerability of each port of entry as “high”, “medium”, or “low” and shall prioritize the vulnerability of each port of entry within each such category. In conducting the assessment, the Secretary of Homeland Security shall consult with appropriate State, local, and private sector representatives.

(2) REPORT.—Not later than one year after the date of the enactment of this Act, the Secretary shall prepare and submit to the appropriate congressional committees (as that term is defined in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101)) a report that contains—

(A) the results of the assessment conducted under paragraph (1);

(B) with respect to each port of entry categorized under paragraph (1) as either a “high” or “medium” vulnerability port of entry, descriptions of—

(i) infrastructure and technology improvement projects required for the port of entry in order to reduce its vulnerability; and

(ii) the resources required to make such improvements; and

1 (C) a description of how the funds will be  
2 used to implement technology and infrastruc-  
3 ture improvement projects.

4 (b) FOLLOW-UP ASSESSMENTS.—The Secretary of  
5 Homeland Security shall conduct follow-up assessments of  
6 land border ports of entry every 2 years and shall submit  
7 such reports to the appropriate congressional committees  
8 (as defined in section 2 of the Homeland Security Act of  
9 2002 (6 U.S.C. 101)).

10 **SEC. 103. ENHANCING SENTRI, FAST, AND NEXUS**  
11 **PREENROLLMENT PROGRAMS.**

12 (a) SENSE OF CONGRESS.—It is the sense of the Con-  
13 gress that preenrollment programs should be expanded to  
14 all major ports of entry because these programs assist our  
15 frontline officers in the fight against terrorism. These pro-  
16 grams allow inspectors to focus more closely on unknown  
17 travelers by subjecting participants to in depth back-  
18 ground and watch list checks.

19 (b) PERMANENT AUTHORIZATION.—

20 (1) IN GENERAL.—The Secretary of Homeland  
21 Security shall make permanent pre-enrollment pro-  
22 grams that subject participants who are aliens, and  
23 citizens of the United States, to criminal and watch  
24 list screenings and fingerprint checks prior to enroll-

1       ing in order to gain expedited inspections at ports  
2       of entry.

3               (2) SPECIFIC PROGRAMS.—The programs de-  
4       scribed in paragraph (1) shall include, at a min-  
5       imum, the following:

6               (A) The Free and Secure Trade, or  
7       “FAST”, program authorized under subpart B  
8       of title IV of the Tariff Act of 1930 (19 U.S.C  
9       1411 et seq).

10              (B) The Secure Electronic Network for  
11       Travelers Rapid Inspection, or “SENTRI”, pro-  
12       gram authorized under section 286(q) of the  
13       Immigration and Nationality Act (8 U.S.C.  
14       1356(q)).

15              (C) The “NEXUS” program authorized  
16       under section 286(q) of the Immigration and  
17       Nationality Act (8 U.S.C. 1356(q)).

18              (D) Successor programs to the programs  
19       described in subparagraphs (A) through (C).

20       (c) AUTHORIZATION OF FUNDS NECESSARY TO  
21       BUILD ADEQUATE INFRASTRUCTURE TO RENDER PRO-  
22       GRAMS EFFECTIVE.—There are authorized to be appro-  
23       priated such funds as may be necessary to improve infra-  
24       structure to enhance access to pre-enrollment lanes, and  
25       to accomplish all the other purposes outlined in this sec-

tion, in order to facilitate inspections and expedite the flow of travel and commerce.

(d) REDUCTION OF PROGRAM FEES.—The Secretary of Homeland Security may reduce the enrollment fees for the programs described in subsection (a) if necessary to encourage participation.

(e) CREATION OF REMOTE ENROLLMENT CENTERS.—The Secretary shall create a minimum of 4 remote enrollment centers, away from the borders of the United States, for such programs in major population centers where there is a demand for such a service.

(f) CREATION OF APPEALS PROCESS.—The Secretary of Homeland Security must establish a process to review actions that terminate the participation of travelers in pre-enrollment programs.

(g) REPORT ON BUDGET, PROGRAM USE, AND ENFORCEMENT.—The Secretary of Homeland Security annually shall submit to the appropriate congressional committees (as defined in section 2 of the Homeland Security Act of 2002 (6 U.S.C. 101)) a report on the programs described in subsection (a). The report should include a review of costs associated with the programs, including—

(1) areas of program expansion within a port-of-entry, to other ports-of-entry and to other modes



1 of travel including air, mass transit, bicycle and pe-  
2 destrians;

3 (2) the cost of upgrade and maintenance needs;

4 (3) update on status and expansion of enroll-  
5 ment centers;

6 (4) infrastructure needs on the US, Canadian,  
7 and Mexican sides of the border to enhance the pro-  
8 grams;

9 (5) universal access through ports;

10 (6) technology and database enhancements to  
11 link watch lists to the programs;

12 (7) the feasibility of incorporating radio fre-  
13 quency enabled travel documents into the programs,  
14 such as passports, alien registration cards, and other  
15 documents;

16 (8) the cost of enabling all inspection lanes with  
17 pre-enrollment technology;

18 (9) public information campaign and relevant  
19 associated costs; and

20 (10) for each pre-enrollment location—

21 (A) total vehicles processed per month;

22 (B) total pre-enrolled vehicles processed  
23 per month;

24 (C) total pre-enrolled vehicles processed  
25 per day;

1 (D) total nonenrolled vehicles processed  
2 per month;

3 (E) total nonenrolled vehicles processed  
4 per day;

5 (F) completed compliance checks per-  
6 formed per month;

7 (G) duration of inspections;

8 (H) number of passengers per vehicle;

9 (I) basis for apprehension of violator;

10 (J) types of violation; and

11 (K) enforcement actions.

12 **Subtitle B—Enhancing Border**  
13 **Monitoring Technology**

14 **SEC. 111. DEPLOYMENT OF SURVEILLANCE SYSTEMS**  
15 **ALONG THE U.S.-MEXICO BORDER.**

16 (a) PLAN.—Not later than September 30, 2005, the  
17 Secretary of Homeland Security shall develop a com-  
18 prehensive plan to fully deploy technological surveillance  
19 systems along the U.S.-Mexico border. Surveillance sys-  
20 tems included in the deployment plan must—

21 (1) ensure continuous monitoring of every mile  
22 of the U.S.-Mexico border; and

23 (2) to the extent practicable, be fully interoper-  
24 able with existing surveillance systems, such as the

1 Integrated Surveillance Intelligence Systems already  
2 in use by the Department of Homeland Security.

3 Additionally, the deployment plan should include, but not  
4 be limited to, the following elements:

5 (3) A description of the specific technology to  
6 be deployed.

7 (4) An assessment of the success of existing  
8 technologies to determine if one technology is better  
9 than another, or whether there is a way to combine  
10 the capabilities of various detection devices into a  
11 single device.

12 (5) A description of the technological features  
13 of surveillance systems allowing for compatibility, if  
14 practicable, with existing surveillance technologies.

15 (6) A description of how the U.S. Border Patrol  
16 is working, or will work, with the Directorate of  
17 Science and Technology to analyze high altitude  
18 monitoring technologies (such as unmanned aerial  
19 vehicles and tethered aerostat radar systems) for use  
20 with land-based monitoring technologies.

21 (7) A description of how radiation portal mon-  
22 itors will be deployed to ports of entry along the  
23 U.S.-Mexico border, and other border locations, con-  
24 sistent with section 114.

1           (8) A description of how K–9 detection units  
2       will be increased along the U.S.-Mexico border, con-  
3       sistent with section 113.

4           (9) A description of how surveillance technology  
5       will provide for continuous monitoring of the border.

6           (10) The identification of any obstacles that  
7       may impede full implementation of the deployment  
8       plan.

9           (11) A detailed estimate of all costs associated  
10      with the implementation of the deployment plan.

11       (b) DEPLOYMENT.—Not later than September 30,  
12   2006, the Secretary of Homeland Security shall fully im-  
13   plement the plan described in subsection (a).

14       (c) REPORT.—Not later than September 30, 2005,  
15   the Secretary of Homeland Security shall submit the plan  
16   described in subsection (a) to the appropriate congres-  
17   sional committee (as defined in section 2 of the Homeland  
18   Security Act of 2002 (6 U.S.C. 101)).

19       (d) AUTHORIZATION OF APPROPRIATIONS.—There  
20   are authorized to be appropriated to carry out this section  
21   \$200,000,000 for each of fiscal years 2005 and 2006, and  
22   such sums as may be necessary for each succeeding fiscal  
23   year.

1 **SEC. 112. DEPLOYMENT OF SURVEILLANCE SYSTEMS**  
2 **ALONG THE US-CANADIAN BORDER.**

3 Not later than September 30, 2005, the Secretary of  
4 Homeland Security shall develop a plan to install surveil-  
5 lance systems along the U.S.-Canadian border and provide  
6 the appropriate congressional committees (as defined by  
7 section 2 of the Homeland Security Act of 2002 (6 U.S.C.  
8 101)) with a cost estimate and deployment schedule de-  
9 signed to implement such plan.

10 **SEC. 113. LEVEL OF K-9 UNITS.**

11 (a) IN GENERAL.—The Secretary of Homeland Secu-  
12 rity shall increase the number of K–9 units working within  
13 U.S. Customs and Border Protection, including adding in-  
14 frastructure, officers ,and support staff necessary for each  
15 unit, by 20 percent above levels in existence at the end  
16 of fiscal year 2004.

17 (b) USE OF NEW UNITS.—The K–9 units added  
18 under subsection (a) shall be distributed proportionately  
19 to both the U.S.-Mexico border and the U.S.-Canadian  
20 border, and be used only for bomb, passenger, and cur-  
21 rency detection purposes.

22 (c) AUTHORIZATION OF APPROPRIATIONS.—There  
23 are authorized to be appropriated such sums as may be  
24 necessary to carry out this section.

1 **SEC. 114. DEPLOYMENT OF RADIATION PORTAL MONITORS**  
2 **ON THE SOUTHERN BORDER.**

3 (a) IN GENERAL.—The Secretary of Homeland Secu-  
4 rity shall ensure radiation portal monitors are installed at  
5 all southern border ports of entry not later than Sep-  
6 tember 30, 2005.

7 (b) AUTHORIZATION OF APPROPRIATIONS.—There  
8 are authorized to be appropriated \$49,000,000 to carry  
9 out this section.

10 **Subtitle C—Ensuring Sufficient**  
11 **Well-Trained Personnel at Our**  
12 **Borders**

13 **SEC. 121. DOUBLE THE NUMBER OF CBP PERSONNEL.**

14 (a) TEMPORARY INCREASE IN PERSONNEL.—Pend-  
15 ing congressional consideration of the study described in  
16 section 122, there are authorized to be appropriated to  
17 the Secretary of Homeland Security such sums as may  
18 be necessary—

19 (1) to double, as compared to the number of  
20 such positions which existed at the end of fiscal year  
21 2004, the number of positions for U.S. Customs and  
22 Border Protection personnel (including support per-  
23 sonnel) at and between our nation's ports of entry;

24 (2) to establish, not later than September 30,  
25 2005, at least one Border Patrol unit for the Virgin  
26 Islands of the United States; and

1           (3) to establish facilities in which the additional  
2           personnel described in paragraph (1) may work.

3           (b) **WAIVER OF LIMITATION.**—The Secretary of  
4           Homeland Security is authorized to waive any limitation  
5           on the number of full-time equivalent personnel assigned  
6           to the Department of Homeland Security to fulfill the re-  
7           quirements of subsection (a).

8           **SEC. 122. ASSESSING STAFFING NEEDS AT OUR BORDERS.**

9           The Secretary of Homeland Security shall contract  
10          with an independent entity to undertake a study to deter-  
11          mine the necessary level and allocation of personnel, in-  
12          cluding support staff, at United States ports of entry and  
13          border patrol sectors. The study shall take into account,  
14          at a minimum, the overall mission of U.S. Customs and  
15          Border Protection, threat and vulnerability information  
16          pertaining to the nation's borders and ports of entry, the  
17          impact of new border security programs, policies and tech-  
18          nologies, and an analysis of traffic volumes and wait times  
19          at ports of entry. The study is to be provided to the appro-  
20          priate congressional committees, as defined in section 2  
21          of the Homeland Security Act of 2002 (6 U.S.C. 101),  
22          not later than 1 year after the date of the enactment of  
23          this Act.

1 **SEC. 123. ADDITIONAL AND CONTINUOUS TRAINING FOR**  
2 **INSPECTORS.**

3 (a) IN GENERAL.—The Secretary of Homeland Secu-  
4 rity shall provide appropriate training for inspectors, and  
5 associated support staff on an ongoing basis to utilize new  
6 technologies and to ensure that the proficiency levels of  
7 such personnel are acceptable to protect the borders of the  
8 United States.

9 (b) LANGUAGE TRAINING.—The Secretary of Home-  
10 land Security ensure that inspectors assigned to the south-  
11 ern border are proficient in Spanish language, and shall  
12 provide training to inspectors in Spanish and other lan-  
13 guages determined to be necessary in carrying out anti-  
14 terrorism and law enforcement functions. The Secretary  
15 of Homeland Security shall provide, where necessary, ap-  
16 propriate language training to inspectors and border pa-  
17 trol agents on the northern border.

18 (c) RETENTION AND DEVELOPMENT OF EXPERTS.—  
19 Not later than 6 months after the date of the enactment  
20 of this Act, the Secretary of Homeland Security shall  
21 make recommendations to the appropriate congressional  
22 committees (as defined in section 2 of the Homeland Secu-  
23 rity Act of 2002 (6 U.S.C. 101)) on how the current De-  
24 partment of Homeland Security personnel system should  
25 be modified to allow for the retention and development of



1 immigration and customs experts, to include the creation  
2 of new positions.

3 **SEC. 124. REQUIRING REPORT ON THE “ONE FACE AT THE**  
4 **BORDER INITIATIVE”.**

5 (a) IN GENERAL.—Not later than September 30 of  
6 each of the calendar years 2005 and 2006, the Commis-  
7 sioner of Customs shall prepare and submit to Congress  
8 a report—

9 (1) describing and analyzing the goals, success,  
10 and shortfalls of the One Face at the Border Initia-  
11 tive at enhancing security and facilitating travel;

12 (2) providing a breakdown of the number of  
13 personnel of U.S. Customs and Border Protection  
14 that were personnel of the United States Customs  
15 Service prior to the establishment of the Department  
16 of Homeland Security, that were personnel of the  
17 Immigration and Naturalization Service prior to the  
18 establishment of the Department of Homeland Secu-  
19 rity, and that were hired after the establishment of  
20 the Department of Homeland Security;

21 (3) describing the training time provided to  
22 each employee on an annual basis for the various  
23 training components of the One Face at the Border  
24 Initiative;

1 (4) outlining the steps taken by U.S. Customs  
 2 and Border Protection to ensure that expertise is re-  
 3 tained with respect to customs, immigration, and ag-  
 4 riculture inspection functions under the One Face at  
 5 the Border Initiative; and

6 (5) reviewing whether the missions of customs,  
 7 agriculture, and immigration are equally empha-  
 8 sized.

9 (b) ASSESSMENT OF REPORT.—The Comptroller  
 10 General of the United States shall the review the reports  
 11 submitted under subsection (a) and shall provide an as-  
 12 sessment to the appropriate congressional committees (as  
 13 defined in section 2 of the Homeland Security Act of 2002  
 14 (6 U.S.C. 101)) regarding the effectiveness of the One  
 15 Face at the Border Initiative.

## 16 **Subtitle D—Establishing a Com-** 17 **prehensive Border Security** 18 **Strategy**

### 19 **SEC. 131. LAND BORDER SECURITY STRATEGY.**

20 (a) IN GENERAL.—The Secretary of Homeland Secu-  
 21 rity, in consultation with the heads of all other Federal  
 22 agencies with border-related functions or with facilities or  
 23 lands on or along the border, shall submit to the appro-  
 24 priate congressional committees (as defined in section 2  
 25 of the Homeland Security Act of 2002 (6 U.S.C. 101))

1 unclassified and classified versions of a unified, com-  
2 prehensive strategy to secure the land borders of the  
3 United States not later than 6 months after the date of  
4 the enactment of this Act. The submission should include  
5 a description of the actions already taken to implement  
6 the strategy.

7 (b) CONTENTS.—The report shall cover the following  
8 areas:

- 9 (1) Personnel.
- 10 (2) Infrastructure.
- 11 (3) Technology.
- 12 (4) Coordination of intelligence among agencies.
- 13 (5) Legal responsibilities.
- 14 (6) Criminal statutes.
- 15 (7) Apprehension goals.
- 16 (8) Prosecutorial guidelines.
- 17 (9) Economic impact.
- 18 (10) Flow of commerce.

19 (c) CONSULTATION.—In creating the strategy de-  
20 scribed in subsection (a), the Federal agencies described  
21 in such subsection shall consult private sector organiza-  
22 tions and nongovernmental organizations with national se-  
23 curity, privacy, agriculture, immigration, customs, trans-  
24 portation, technology, legal, and business expertise.

1 (d) IMPLEMENTATION.—The Secretary shall imple-  
2 ment the strategy not later than 12 months after the date  
3 of the enactment of this Act.

4 (e) EVALUATION.—The Comptroller General of the  
5 United States shall track, monitor, and evaluate such  
6 strategy to secure our borders to determine its efficacy.

7 (f) REPORT.—Not later than 15 months after the  
8 date of the enactment of this Act, and every year there-  
9 after for the succeeding 5 years, the Comptroller General  
10 of the United States shall submit a report to the Congress  
11 on the results of the activities undertaken under sub-  
12 section (a) during the previous year. Each such report  
13 shall include an analysis of the degree to which the border  
14 security strategy has been effective in securing our bor-  
15 ders. Each such report shall include a collection and sys-  
16 tematic analysis of data, including workload indicators, re-  
17 lated to activities to improve and increase border security.

18 **SEC. 132. IMPROVED INFORMATION SHARING.**

19 The Secretary of Homeland Security shall, not later  
20 than October 1, 2005—

21 (1) integrate the IDENT and IAFIS databases;

22 and

23 (2) make interoperable databases used by in-  
24 spectors in secondary inspections.

1 **SEC. 133. CREATION OF NORTHERN AND SOUTHERN BOR-**  
2 **DER COORDINATORS.**

3 (a) IN GENERAL.—Title IV of the Homeland Secu-  
4 rity Act of 2002 (6 U.S.C. 201 seq.) is amended—

5 (1) in section 402, by redesignating paragraph  
6 (8) as paragraph (9) and by inserting after para-  
7 graph (7) the following:

8 “(8) Increasing the security of the United  
9 States at the ports of entry located along the north-  
10 ern and southern borders, and improving the coordi-  
11 nation among the agencies responsible for maintain-  
12 ing that security.”; and

13 (2) in subtitle C, by adding at the end the fol-  
14 lowing:

15 **“SEC. 431. BORDER COORDINATORS.**

16 “(a) IN GENERAL.—There shall be within the Direc-  
17 torate of Border and Transportation Security the posi-  
18 tions of Northern Border Coordinator and Southern Bor-  
19 der Coordinator, who shall be appointed by the Secretary  
20 and who shall report directly to the Under Secretary for  
21 Border and Transportation Security.

22 “(b) RESPONSIBILITIES.—The Northern Border Co-  
23 ordinator and the Southern Border Coordinator shall un-  
24 dertake the following responsibilities along the northern  
25 and southern borders, respectively—

1           “(1) serve as the primary official of the Depart-  
2           ment responsible for coordinating all Federal secu-  
3           rity activities along the border, especially at land  
4           border ports of entry;

5           “(2) provide enhanced communication and  
6           data-sharing between Federal, State, local, and trib-  
7           al agencies on law enforcement, emergency response,  
8           or security-related responsibilities for areas on or ad-  
9           jacent to the borders of the United States with Can-  
10          ada or Mexico;

11          “(3) work to improve the communications sys-  
12          tems within the Department to facilitate the integra-  
13          tion of communications of matters relating to border  
14          security;

15          “(4) oversee the implementation of the perti-  
16          nent bilateral agreement (the United States-Canada  
17          ‘Smart Border’ Declaration applicable to the north-  
18          ern border and the United States-Mexico Partner-  
19          ship Agreement applicable to the southern border) to  
20          improve border functions, ensure security, and pro-  
21          mote trade and tourism;

22          “(5) consistent with section 102, assess all land  
23          border ports of entry along the appropriate border  
24          and develop a list of infrastructure and technology  
25          improvement projects for submission to the Sec-

1       retary based on the ability of a project to fulfill im-  
 2       mediate security requirements and facilitate trade  
 3       across the borders of the United States; and

4               “(6) serve as a liaison to the foreign agencies  
 5       with responsibility for the appropriate border with  
 6       the United States.”.

7       (b) CLERICAL AMENDMENT.—Section 1(b) of such  
 8       Act is amended in the table of contents by inserting after  
 9       the item relating to section 430 the following:

      “431. Border coordinators.”.

10   **SEC. 134. SMART BORDER ACCORD IMPLEMENTATION.**

11       The President shall submit to the appropriate con-  
 12       gressional committees (as defined in section 2 of the  
 13       Homeland Security Act of 2002 (6 U.S.C. 101)) informa-  
 14       tion about the ongoing progress on implementation of the  
 15       Smart Border Accords through quarterly updates on meet-  
 16       ings of the Smart Border Working Group.

17   **SEC. 135. SENSE OF CONGRESS ON THE PERIOD OF ADMIS-**  
 18                       **SION FOR BORDER CROSSING CARD HOLD-**  
 19                       **ERS.**

20       (a) SENSE OF CONGRESS.—It is the sense of the Con-  
 21       gress that citizens and nationals of Mexico should be treat-  
 22       ed with parity in relation to citizens and nationals of Can-  
 23       ada in establishing the periods of time they are lawfully  
 24       permitted to remain in the United States.

1 (b) MODIFICATION TO DOCUMENTARY REQUIRE-  
2 MENTS.—Notwithstanding any other provision of law,  
3 once section 110 of the Illegal Immigration Reform and  
4 Immigrant Responsibility Act of 1996 (8 U.S.C. 1221  
5 note) is fully implemented, the period of admission for an  
6 alien entering the United States under a border crossing  
7 card shall be 6 months.

8 **Subtitle E—Enhancing Border**  
9 **Security Programs**

10 **SEC. 141. CREATING A MORE EFFECTIVE ENTRY-EXIT SYS-**  
11 **TEM.**

12 (a) CREATION OF A US–VISIT OUTREACH OF-  
13 FICE.—

14 (1) IN GENERAL.—The Secretary of Homeland  
15 Security shall create an “Office of US–VISIT Out-  
16 reach” that will inform on a regular basis local bor-  
17 der officials, residents, and businesses about develop-  
18 ments in the US–VISIT program. Specifically, this  
19 office shall provide information to local border offi-  
20 cials, residents, and businesses, and seek guidance  
21 from such persons and entities about, the practical  
22 effects to border communities of the implementation  
23 of US–VISIT.



1           (2) AUTHORIZATION OF APPROPRIATIONS.—

2       There are authorized to be appropriated such sums  
3       as may be necessary to carry out this subsection.

4       (b) TASK FORCE ON INTEGRATED ENTRY AND EXIT  
5       SYSTEM.—

6           (1) SENSE OF CONGRESS.—It is the sense of  
7       the Congress that the work of the task force estab-  
8       lished under section 3 of the Immigration and Natu-  
9       ralization Service Data Management Improvement  
10      Act of 2000 (8 U.S.C. 1365a note) was prematurely  
11      terminated, robbing the Department of Homeland  
12      Security of the very expertise needed to properly set  
13      the requirements for, and validate the work of, con-  
14      tractors on information technology programs, par-  
15      ticularly the US-VISIT program.

16          (2) TERMINATION.—Section 3(i) of the Immi-  
17      gration and Naturalization Service Data Manage-  
18      ment Improvement Act of 2000 (8 U.S.C. 1365a  
19      note) is amended to read as follows:

20      “(i) TERMINATION.—The Task Force shall terminate  
21      on a date designated by the Secretary of Homeland Secu-  
22      rity as the date on which the work of the Task Force has  
23      been completed, except that such designated date may not  
24      be earlier than December 21, 2008.”.

25      (c) ELECTRONIC ARRIVAL/DEPARTURE RECORDS.—

(1) Not later than December 31, 2005, the Secretary of Homeland Security—

(A) shall ensure that the functions served by Department of Homeland Security paper Form Number I-94 (Arrival/Departure Record) and Form Number I-94W (NIV Waiver Arrival/Departure Record) are being carried out by electronic means; and

(B) shall eliminate such forms.

(2) IMPLEMENTATION PLAN.—Not later than December 31, 2004, the Secretary of Homeland Security shall submit to the appropriate congressional committees (as defined in section 2 of the Homeland Security Act of 2002 (6 U.S.C.101)) a plan describing the measures the Secretary is taking to carry out subsection (c) before the deadline described in such subsection.

**SEC. 142. TRANSPORTATION WORKER IDENTIFICATION CARD.**

(a) IN GENERAL.—The Secretary of Homeland Security shall submit a report to the Congress not later than December 31, 2004, regarding the development and distribution of a transportation worker identification card.

(b) CONTENTS.—The report described in subsection

(a) shall include information on—

- 1 (1) the plan for distribution of the card;
- 2 (2) the eligibility of Canadian and Mexican
- 3 truck drivers who are certified under the Free and
- 4 Secure Trade (“FAST”) initiative;
- 5 (3) selected biometric feature and other security
- 6 features of the card; and
- 7 (4) the cost of, and deployment schedule for,
- 8 card-reading equipment.

9 **SEC. 143. STANDARDS AND VERIFICATION PROCEDURES**  
10 **FOR THE SECURITY OF INTERMODAL CARGO**  
11 **CONTAINERS.**

12 (a) STANDARDS AND VERIFICATION PROCEDURES.—  
13 Not later than 180 days after the date of the enactment  
14 of this Act, the Secretary of Homeland Security, acting  
15 through the Under Secretary for Border and Transpor-  
16 tation Security, shall establish standards and verification  
17 procedures for the security of intermodal cargo containers  
18 moving within the intermodal transportation system, in-  
19 cluding standards for sealing and procedures for seal  
20 verifications for cargo containers at loading.

21 (b) REQUIREMENTS.—The standards and verification  
22 procedures established pursuant to subsection (a) shall be  
23 consistent with the cargo container security recommenda-  
24 tions of the Interagency Container Working Group and

1 the Smart and Secure Trade Lane program and shall meet  
2 the following additional requirements:

3 (1) SEAL STANDARDS.—Intermodal cargo con-  
4 tainers shall at a minimum be affixed with a secu-  
5 rity seal equivalent to the level “D” high security  
6 seal (as certified by the International Organization  
7 for Standardization (ISO); Certification No. 17712)  
8 at loading.

9 (2) SEAL VERIFICATION.—Procedures shall be  
10 established for the verification of security seals de-  
11 scribed in paragraph (1), including procedures to de-  
12 termine which individuals and entities in the inter-  
13 modal transportation system are responsible for seal-  
14 ing intermodal cargo containers, recording of seal  
15 numbers, changes to such numbers if a container is  
16 opened, and anomalies to security seals.

17 **SEC. 144. SENSE OF CONGRESS ON THE NEED FOR ADDI-**  
18 **TIONAL STAFF FOR THE UNITED STATES**  
19 **CONSULATE-GENERAL IN MEXICO.**

20 It is the sense of the Congress that—

21 (1) the United States Mission to Mexico plays  
22 an important part in ensuring the security of our  
23 southern border;

24 (2) this mission must have sufficient staff in  
25 order to adequately fulfill their consular responsibil-

ities, an important part of a comprehensive strategy to secure our border;

(3) the level of staffing has not kept pace with rising consular workloads; and

(4) therefore, appropriations should be authorized for a 25 percent staff increase for the United States mission to Mexico.

## **Subtitle F—Securing Our Tribal and Federal Lands and Territories**

### **SEC. 151. OFFICE OF TRIBAL SECURITY.**

(a) ESTABLISHMENT.—There is established within the Department of Homeland Security the Office of Tribal Security.

(b) DIRECTOR.—The Office of Tribal Security shall be administered by a Director, who shall be appointed by the President by and with the advice and consent of the Senate. The Director shall report directly to the Secretary of Homeland Security.

(c) DUTIES.—The Director shall be responsible for coordinating relations between the Federal Government and federally recognized Indian tribes on issues relating to homeland security, which shall include the following duties:

1           (1) Providing a point of contact within Depart-  
2           ment of Homeland Security which shall be respon-  
3           sible for—

4                   (A) meeting the broad and complex Fed-  
5                   eral responsibilities owed to federally recognized  
6                   Indian tribes by the Department of Homeland  
7                   Security; and

8                   (B) soliciting and, where appropriate, ad-  
9                   dressing the homeland security concerns of fed-  
10                  erally recognized Indian tribes and other parties  
11                  interested in Indian affairs.

12           (2) Communicating relevant policies of the De-  
13           partment of Homeland Security to federally recog-  
14           nized Indian tribes and the public.

15           (3) Promoting internal uniformity of Depart-  
16           ment of Homeland Security policies relating to In-  
17           dian country (as defined in section 1151 of title 18,  
18           United States Code).

19           (4) Coordinating with the Directorate of Border  
20           and Transportation Security and tribal governments  
21           to develop a comprehensive border security policy  
22           that addresses law enforcement, personnel, and  
23           funding issues in Indian country (as defined in sec-  
24           tion 1151 of title 18, United States Code) on the  
25           United States borders with Canada and with Mexico.

1           (5) Coordinating with the Directorate for Infor-  
2           mation Analysis and Infrastructure Protection and  
3           tribal governments to develop appropriate policies  
4           for infrastructure protection on Indian lands, as well  
5           as information sharing mechanisms with tribal gov-  
6           ernments.

7           (6) Coordinating with the Directorate of Emer-  
8           gency Preparedness and Response and the Office of  
9           State and Local Government Coordination and Pre-  
10          paredness to help ensure that tribal governments are  
11          fully informed of, have access to, and may apply for  
12          all Department of Homeland Security grant oppor-  
13          tunities for emergency response providers, and to de-  
14          velop and achieve preparedness goals for tribal gov-  
15          ernments that are consistent with national goals for  
16          terrorism preparedness, as determined by the De-  
17          partment.

18          (7) Coordinating with the Director of Science  
19          and Technology to identify opportunities to conduct  
20          research and development of homeland security tech-  
21          nologies or scientific understanding for tribal univer-  
22          sities or private sector entities.

23          (8) Coordinating with the Office of Citizenship  
24          and Immigration Services and other relevant offices  
25          within the Department of Homeland Security with

1 immigration service and enforcement related func-  
2 tions to develop policies on issues related to citizen-  
3 ship and the movement of members of federally rec-  
4 ognized Indian tribes across the United States bor-  
5 der, taking into consideration the unique character-  
6 istics of certain federally recognized Indian tribes  
7 with jurisdiction over lands adjacent to the Canadian  
8 and Mexican borders.

9 (9) Coordinating with other offices within the  
10 Department of Homeland Security to develop and  
11 implement sound policies regarding Indian country  
12 (as defined in section 1151 of title 18, United States  
13 Code) and tribal governments.

14 **SEC. 152. TRANSFER OF “SHADOW WOLVES” FROM CPB TO**  
15 **ICE.**

16 (a) TRANSFER OF EXISTING UNIT.—Not later than  
17 180 days after the date of the enactment of this Act, the  
18 Secretary of Homeland Security shall transfer to the Im-  
19 migration and Customs Enforcement all functions (includ-  
20 ing the personnel, assets, and obligations held by or avail-  
21 able in connection with such functions) of the Customs  
22 Patrol Officers unit of U.S. Customs and Border Protec-  
23 tion operating on the Tohono O’odham Indian reservation  
24 (commonly known as the “Shadow Wolves” unit).



1 (b) ESTABLISHMENT OF NEW UNITS.—The Sec-  
 2 retary is authorized to establish within U.S. Immigration  
 3 and Customs Enforcement additional units of Customs  
 4 Patrol Officers in accordance with this section.

5 (c) DUTIES.—The Customs Patrol Officer unit trans-  
 6 ferred pursuant to subsection (a) and the additional units  
 7 established pursuant to subsection (b) shall enforce the  
 8 customs laws of the United States on Indian lands by pre-  
 9 venting the smuggling of narcotics, weapons of mass de-  
 10 struction, and other contraband.

11 (d) BASIC PAY FOR JOURNEYMAN OFFICERS.—The  
 12 rate of basic pay for a journeyman Customs Patrol Officer  
 13 in a unit described in this section shall be not greater than  
 14 the rate of basic pay for GS–13 of the General Schedule.

15 **SEC. 153. DHS AND DOI COORDINATION ON BORDER SECU-**  
 16 **RITY; PROVISION OF TEMPORARY AUTHOR-**  
 17 **ITY TO DHS TO TRANSFER FUNDS.**

18 (a) IN GENERAL.—Until the completion and imple-  
 19 mentation of the border security strategy described in sec-  
 20 tion 131 of this Act, the Secretary of Homeland Security  
 21 is authorized to transfer appropriated funds to the Sec-  
 22 retary of Interior in accordance with the memorandum of  
 23 understanding described in subsection (b) to support the  
 24 security needs of the Department of the Interior, its bu-

1 reaus, and tribal entities, including, the protection of bor-  
2 der lands, critical infrastructure, and key resources.

3 (b) MEMORANDUM.—The Secretary of Homeland Se-  
4 curity and the Secretary of Interior shall enter into a  
5 memorandum of understanding regarding the funds de-  
6 scribed in subsection (a). This memorandum shall—

7 (1) establish criteria for Department of Interior  
8 projects to receive such funding;

9 (2) establish priorities among such projects;  
10 and

11 (3) include a description of the scope of activi-  
12 ties for such projects, including equipment, recurring  
13 maintenance, construction of facilities, recapitaliza-  
14 tion of facilities, and operations.

15 (c) REPORT.—The appropriate congressional com-  
16 mittees (as defined in section 2 of the Homeland Security  
17 Act of 2002 (6 U.S.C. 101)) shall be notified 15 days prior  
18 to any transfer of funds. Not later than September 30,  
19 2005, the Secretary of Interior shall submit to the appro-  
20 priate congressional committees (as so defined) a copy of  
21 the memorandum of understanding described in sub-  
22 section (b).

1 **TITLE II—SECURING THE INTE-**  
2 **RIOR; TOOLS FOR BORDER**  
3 **SECURITY**

4 **Subtitle A—Increase in Staff for**  
5 **ICE**

6 **SEC. 201. ICE STRATEGY AND STAFFING ASSESSMENT.**

7 (a) IN GENERAL.—Not later than December 31 of  
8 each year, the Secretary of Homeland Security shall sub-  
9 mit to the Government Accountability Office and the ap-  
10 propriate congressional committees (as defined by section  
11 2 of the Homeland Security Act of 2002 (6 U.S.C. 101))  
12 a written report describing its strategy for deploying  
13 human resources (including investigators and support per-  
14 sonnel) to accomplish its border security mission.

15 (b) REVIEW.—Not later than 90 days after receiving  
16 any report under subsection (a), the Government Account-  
17 ability Office shall submit to each appropriate congres-  
18 sional committee (as defined by section 2 of the Homeland  
19 Security Act of 2002 (6 U.S.C. 101)) a written evaluation  
20 of such report, including recommendations pertaining to  
21 how U.S. Immigration and Customs Enforcement could  
22 better deploy human resources to achieve its border secu-  
23 rity mission through legislative or administrative action.

1     **Subtitle B—Increase in Detention**  
2                     **Space**

3     **SEC. 211. SENSE OF CONGRESS REGARDING PROCESSING**  
4                     **OF CRIMINAL ALIENS WHILE INCARCERATED.**

5             It is the sense of the Congress that immigration cases  
6 involving incarcerated criminal aliens should be processed  
7 while the criminal alien is in prison. In order to maximize  
8 the use of existing detention space, the Department of  
9 Homeland Security should work with prisons in which  
10 criminal aliens are incarcerated to complete their removal  
11 or deportation proceeding before such aliens are released  
12 from prison and sent to Federal detention.

13     **SEC. 212. SENSE OF CONGRESS REGARDING INCREASE IN**  
14                     **PROSECUTORS AND IMMIGRATION JUDGES.**

15             It is the sense of the Congress that—

16                 (1) prosecutors and immigration judges are  
17 critical for the prompt and proper enforcement of  
18 our immigration laws, and are an important part of  
19 a comprehensive strategy;

20                 (2) an insufficient number of prosecutors and  
21 immigration judges currently exists to enforce the  
22 immigration laws of the United States; and

23                 (3) therefore, appropriations should be author-  
24 ized for appropriate staff increases for judicial and

1 prosecutorial offices, commensurate with other per-  
 2 sonnel increases directed in this Act.

## 3 **Subtitle C—Enhancing Law** 4 **Enforcement Access to Informants**

### 5 **SEC. 221. NEW CLASS OF NONIMMIGRANT ALIENS.**

6 (a) IN GENERAL.—Section 101(a)(15)(S) of the Im-  
 7 migration and Nationality Act (8 U.S.C. 1101(a)(15)(S))  
 8 is amended—

9 (1) in clause (i), by striking “or” at the end;

10 (2) in clause (ii), by striking the comma at the  
 11 end and inserting “; or”;

12 (3) by inserting after clause (ii) the following:

13 “(iii) who the Secretary of Homeland Se-  
 14 curity, the Secretary of State, or the Attorney  
 15 General determines—

16 “(I) is in possession of critical reliable  
 17 information concerning a commercial alien  
 18 smuggling organization or enterprise;

19 “(II) is willing to supply or has sup-  
 20 plied such information to a Federal or  
 21 State court; and

22 “(III) whose presence in the United  
 23 States the Secretary of Homeland Secu-  
 24 rity, the Secretary of State, or the Attor-  
 25 ney General determines is essential to the

1 success of an authorized criminal investiga-  
 2 tion, the successful prosecution of an indi-  
 3 vidual involved in the commercial alien  
 4 smuggling organization or enterprise, or  
 5 the disruption of such organization or en-  
 6 terprise,”;

7 (4) by inserting “, or with respect to clause  
 8 (iii), the Secretary of Homeland Security, the Sec-  
 9 retary of State, or the Attorney General” after  
 10 “jointly”; and

11 (5) by striking “(i) or (ii)” and inserting “(i),  
 12 (ii), or (iii)”.

13 (b) ADMISSION OF NONIMMIGRANTS.—Section  
 14 214(k) of the Immigration and Nationality Act (8 U.S.C.  
 15 1184(k)) is amended—

16 (1) by adding at the end of paragraph (1) the  
 17 following: “The number of aliens who may be pro-  
 18 vided a visa as nonimmigrants under section  
 19 101(a)(15)(S)(iii) in any fiscal year may not exceed  
 20 400.”; and

21 (2) by adding at the end the following:

22 “(5) If the Secretary of Homeland Security, the Sec-  
 23 retary of State, or the Attorney General determines that  
 24 the identity of a nonimmigrant described in clause (iii) of  
 25 section 101(a)(15)(S), or that of any family member of

1 such a nonimmigrant who is provided nonimmigrant sta-  
 2 tus pursuant to such section, must be protected, such offi-  
 3 cial may take such lawful action as the official considers  
 4 necessary to effect such protection.”.

5 **SEC. 222. ADJUSTMENT OF STATUS OF NONIMMIGRANT TO**  
 6 **THAT OF PERSON ADMITTED FOR PERMA-**  
 7 **NENT RESIDENCE.**

8 Section 245(j) of the Immigration and Nationality  
 9 Act (8 U.S.C. 1255(j)) is amended—

10 (1) in paragraph (3), by striking “(1) or (2),”  
 11 and inserting “(1), (2), (3), or (4),”;

12 (2) by redesignating paragraph (3) as para-  
 13 graph (5);

14 (3) by inserting after paragraph (2) the fol-  
 15 lowing:

16 “(3) If, in the opinion of the Secretary of Homeland  
 17 Security, the Secretary of State, or the Attorney Gen-  
 18 eral—

19 “(A) a nonimmigrant admitted into the United  
 20 States under section 101(a)(15)(S)(iii) has supplied  
 21 information described in subclause (I) of such sec-  
 22 tion; and

23 “(B) the provision of such information has sub-  
 24 stantially contributed to the success of a commercial  
 25 alien smuggling investigation, the disruption of a

1 commercial alien smuggling operation, or the pros-  
2 ecution of an individual described in subclause (III)  
3 of that section,

4 the Secretary of Homeland Security may adjust the status  
5 of the alien (and the spouse, married and unmarried sons  
6 and daughters, and parents of the alien if admitted under  
7 that section) to that of an alien lawfully admitted for per-  
8 manent residence if the alien is not described in section  
9 212(a)(3)(E).

10 “(4) The Secretary of Homeland Security may adjust  
11 the status of a nonimmigrant admitted into the United  
12 States under section 101(a)(15)(S)(iii) (and the spouse,  
13 married and unmarried sons and daughters, and parents  
14 of the nonimmigrant if admitted under that section) to  
15 that of an alien lawfully admitted for permanent residence  
16 on the basis of a recommendation of the Secretary of State  
17 or the Attorney General.”; and

18 (4) by adding at the end the following:

19 “(6) If the Secretary of Homeland Security, the Sec-  
20 retary of State, or the Attorney General determines that  
21 the identity of a person whose status is adjusted under  
22 this subsection must be protected, such official may take  
23 such lawful action as the official considers necessary to  
24 effect such protection.”.



1 **Subtitle D—Increased Penalties for**  
2 **Smuggling**

3 **SEC. 231. COMBATING AGGRAVATED ALIEN SMUGGLING.**

4 (a) CRIMINAL PENALTIES.—Section 274(a) of the  
5 Immigration and Nationality Act (8 U.S.C. 1324(a)) is  
6 amended by adding at the end the following:

7 “(4) In the case of a person who has brought aliens  
8 into the United States in violation of this subsection, the  
9 sentence otherwise provided for may be increased by up  
10 to 10 years if—

11 “(A) the offense was part of an ongoing com-  
12 mercial organization or enterprise;

13 “(B) aliens were transported in groups of 10 or  
14 more;

15 “(C) aliens were transported in a manner that  
16 endangered their lives or the aliens presented a life-  
17 threatening health risk to people in the United  
18 States; or

19 “(D) aliens were transported for purposes of  
20 prostitution or involuntary servitude.”.

21 (b) REWARDS PROGRAM.—Section 274 of the Immi-  
22 gration and Nationality Act (8 U.S.C. 1324) is amended  
23 by adding at the end the following:

24 “(e) REWARDS PROGRAM.—

1           “(1) PURPOSE.—The rewards program shall be  
2           designed to assist in the elimination of aggravated  
3           alien smuggling.

4           “(2) DEFINITION.—For purposes of this sub-  
5           section, the term ‘aggravated alien smuggling’  
6           means a violation for which increased penalties are  
7           provided under subsection (a)(4).

8           “(3) ADMINISTRATION.—The rewards program  
9           shall be administered by the Secretary of Homeland  
10          Security, in consultation, as appropriate, with the  
11          Attorney General and the Secretary of State.

12          “(4) REWARDS AUTHORIZED.—In the sole dis-  
13          cretion of the Secretary of Homeland Security, such  
14          Secretary, in consultation, as appropriate, with the  
15          Attorney General and the Secretary of State, may  
16          pay a reward to any individual who furnishes infor-  
17          mation or testimony leading to—

18                 “(A) the arrest or conviction of any indi-  
19                 vidual conspiring or attempting to commit an  
20                 act of aggravated alien smuggling;

21                 “(B) the arrest or conviction of any indi-  
22                 vidual committing such an act;

23                 “(C) the arrest or conviction of any indi-  
24                 vidual aiding or abetting the commission of  
25                 such an act;

1           “(D) the prevention, frustration, or favor-  
2           able resolution of such an act, including the dis-  
3           mantling of an aggravated alien smuggling or-  
4           ganization in whole or in significant part; or

5           “(E) the identification or location of an in-  
6           dividual who holds a key leadership position in  
7           an aggravated alien smuggling operation.

8           “(5) AUTHORIZATION OF APPROPRIATIONS.—  
9           There are authorized to be appropriated such sums  
10          as may be necessary to carry out this subsection.  
11          Amounts appropriated under this paragraph shall  
12          remain available until expended.

13          “(6) INELIGIBILITY.—An officer or employee of  
14          any Federal, State, local, or foreign government  
15          who, while in performance of his or her official du-  
16          ties, furnishes information described in paragraph  
17          (4) shall not be eligible for a reward under this sub-  
18          section for such furnishing.

19          “(7) PROTECTION MEASURES.—If the Secretary  
20          of Homeland Security, the Secretary of State, or the  
21          Attorney General determines that the identity of an  
22          individual who furnishes information or testimony  
23          described in paragraph (4), or the identity of any  
24          spouse, parent, son, or daughter of such an indi-  
25          vidual, must be protected, such official may take

1 such lawful action as the official considers necessary  
2 to effect such protection.

3 “(8) LIMITATIONS AND CERTIFICATION.—

4 “(A) MAXIMUM AMOUNT.—No reward  
5 under this subsection may exceed \$100,000, ex-  
6 cept as personally authorized by the Secretary  
7 of Homeland Security if such Secretary deter-  
8 mines, in consultation, as appropriate, with the  
9 Attorney General and the Secretary of State,  
10 that the offer or payment of an award of a larg-  
11 er amount is necessary to combat a aggravated  
12 alien smuggling operation.

13 “(B) APPROVAL.—Any reward under this  
14 subsection exceeding \$50,000 shall be person-  
15 ally approved by the Secretary of Homeland Se-  
16 curity.

17 “(C) CERTIFICATION FOR PAYMENT.—Any  
18 reward granted under this subsection shall be  
19 certified for payment by the Secretary of Home-  
20 land Security.”.

21 (c) OUTREACH PROGRAM.—Section 274 of the Immi-  
22 gration and Nationality Act (8 U.S.C. 1324), as amended  
23 by subsection (b), is further amended by adding at the  
24 end the following:

1       “(f) OUTREACH PROGRAM.—The Secretary of Home-  
 2 land Security, in consultation, as appropriate, with the At-  
 3 torney General and the Secretary of State, shall develop  
 4 and implement an outreach program to educate the public  
 5 in the United States and abroad about—

6               “(1) the penalties for bringing in and harboring  
 7 aliens in violation of this section; and

8               “(2) the financial rewards and other incentives  
 9 available under subsection (e) for assisting in the in-  
 10 vestigation, disruption, or prosecution of an aggra-  
 11 vated alien smuggling operation.”.

12 **SEC. 232. INCREASED CRIMINAL SENTENCES AND FINES**  
 13 **FOR ALIEN SMUGGLING.**

14       (a) IN GENERAL.—Subject to subsection (b), pursu-  
 15 ant to its authority under section 994(p) of title 28,  
 16 United States Code, the United States Sentencing Com-  
 17 mission shall promulgate sentencing guidelines or amend  
 18 existing sentencing guidelines for smuggling, transporting,  
 19 harboring, or inducing aliens under sections 274(a)(1)(A)  
 20 of the Immigration and Nationality Act (8 U.S.C.  
 21 1324(a)(1)(A)) so as to—

22               (1) triple the minimum term of imprisonment  
 23 under that section for offenses involving the smug-  
 24 gling, transporting, harboring, or inducing of—

1 (A) 1 to 5 aliens from 10 months to 30  
2 months;

3 (B) 6 to 24 aliens from 18 months to 54  
4 months;

5 (C) 25 to 100 aliens from 27 months to 81  
6 months; and

7 (D) 101 aliens or more from 37 months to  
8 111 months;

9 (2) increase the minimum level of fines for each  
10 of the offenses described in subparagraphs (A)  
11 through (D) of paragraph (1) to the greater of  
12 \$25,000 per alien or 3 times the amount the defend-  
13 ant received or expected to receive as compensation  
14 for the illegal activity;

15 (3) increase by at least 2 offense levels above  
16 the applicable enhancement in effect on the date of  
17 the enactment of this Act the sentencing enhance-  
18 ments for intentionally or recklessly creating a sub-  
19 stantial risk of serious bodily injury or causing bod-  
20 ily injury, serious injury, or permanent or life  
21 threatening injury;

22 (4) for actions causing death, increase the of-  
23 fense level to be equivalent to that for involuntary  
24 manslaughter under section 1112 of title 18, United  
25 States Code; and

1           (5) for corporations or other business entities  
2           that knowingly benefit from such offenses, increase  
3           the minimum level of fines for each of the offenses  
4           described in subparagraphs (A) through (D) of para-  
5           graph (1) to \$50,000 per alien employed directly, or  
6           indirectly through contract, by the corporation or  
7           entity.

8           (b) EXCEPTION.—Subsection (a) shall not apply to  
9           an offense that involved the smuggling, transporting, or  
10          harboring only of the defendant’s spouse or child (or both  
11          the defendant’s spouse and child).

12          (c) DEADLINE.—The United States Sentencing Com-  
13          mission shall carry out subsection (a) not later than the  
14          date that is 6 months after the date of the enactment of  
15          this Act.

16       **SEC. 233. INCREASED PENALTY FOR SMUGGLING.**

17          (a) IN GENERAL.—The third undesignated para-  
18          graph of section 545 of title 18, United States Code, is  
19          amended by striking “five years” and inserting “20  
20          years”.

21          (b) ENHANCED PENALTY FOR CAUSING DEATH.—  
22          Pursuant to its authority under section 994 of title 28,  
23          United States Code, the United States Sentencing Com-  
24          mission shall amend the Federal sentencing guidelines to  
25          provide sentencing enhancements for an offense under sec-

tion 545 of title 18, United States Code, as amended by subsection (a), that results in the death of a person.

(c) CONSISTENCY WITH OTHER GUIDELINES.—In carrying out this section, the United States Sentencing Commission—

(1) shall ensure that there is reasonable consistency with other Federal sentencing guidelines; and

(2) shall avoid duplicative punishments for substantially the same offense.

## **TITLE III—BEYOND OUR BORDERS (INTERNATIONAL) Subtitle A—Coordinating DHS Mission Overseas**

### **SEC. 301. OFFICE OF INTERNATIONAL AFFAIRS; EFFECTIVE AND EFFICIENT MANAGEMENT AND COORDI- NATION OF INTERNATIONAL ASSIGNMENTS.**

Section 879(b) of the Homeland Security Act of 2002 (6 U.S.C. 459(b)) is amended by adding at the end the following:

“(5) To manage all overseas assignments of personnel of the Department, including by coordinating with the Department of State with respect to such assignments and related support matters.”.



1 **SEC. 302. CREATION OF AN OFFICE OF OVERSEAS SERVICE.**

2 Section 879 of the Homeland Security Act of 2002  
3 (6 U.S.C. 459) is amended by adding at the end the fol-  
4 lowing:

5 “(c) OFFICE OF OVERSEAS SERVICE.—

6 “(1) IN GENERAL.—The Secretary shall create  
7 an Office of Overseas Service within the Office of  
8 International Affairs similar to the Foreign Agricul-  
9 tural Service of the Department of Agriculture and  
10 the United States and Foreign Commercial Service  
11 of the Department of Commerce. The Director of  
12 the Office of International Affairs shall be respon-  
13 sible for administering the Office of Overseas Serv-  
14 ice.

15 “(2) FUNCTIONS.—The Office of Overseas  
16 Service shall be responsible for the following func-  
17 tions:

18 “(A) Serving as the contact for the De-  
19 partment of Homeland Security with the State  
20 Department to coordinate overseas assignments.

21 “(B) Recruitment of personnel for overseas  
22 service.

23 “(C) Retention of personnel for overseas  
24 service.

25 “(D) Oversight of training of personnel for  
26 overseas service.

1 “(3) STUDY AND REPORT.—

2 “(A) STUDY.—Prior to creating the Office  
3 of Overseas Service, the Secretary shall direct  
4 the Director of the Office of International Af-  
5 fairs to conduct a study on how best to create  
6 a foreign service component for the Department  
7 for the purpose of adequately recruiting and re-  
8 taining personnel who are willing and able to  
9 serve in the Department in an overseas capac-  
10 ity.

11 “(B) REPORT.—Not later than January 1,  
12 2005, the Director of the Office of Inter-  
13 national Affairs shall prepare and submit to the  
14 appropriate congressional committees (as de-  
15 fined by section 2 of the Homeland Security  
16 Act of 2002 (6 U.S.C. 101)) a report that con-  
17 tains the results of the study on creating an Of-  
18 fice of Overseas Service conducted pursuant to  
19 subparagraph (A) and an implementation plan  
20 for carrying out such study’s recommenda-  
21 tions.”.

1     **Subtitle B—Implementing a More**  
2     **Effective Visa Security Program**

3     **SEC. 311. IMPLEMENTING A MORE EFFECTIVE VISA SECU-**  
4             **RITY PROGRAM.**

5             (a) IN GENERAL.—Not later than 120 days after the  
6     date of the enactment of this Act, the Secretary of Home-  
7     land Security shall submit to the Congress a report—

8                 (1) outlining how the Department of Homeland  
9             Security will implement the recommendations of the  
10            report issued in August 2004 by the Office of the  
11            Inspector General of the Department of Homeland  
12            Security entitled “An Evaluation of DHS Activities  
13            to Implement Section 428 of the Homeland Security  
14            Act of 2002”;

15                (2) detailing such department’s progress in im-  
16            plementing each of the recommendations described  
17            in paragraph (1); and

18                (3) examining the visa security program’s effec-  
19            tiveness as a counter-terrorism program.

20             (b) CONSULTATION.—In preparing the report de-  
21     scribed in subsection (a), the Secretary of Homeland Secu-  
22     rity shall consult with the Secretary of State.

23             (c) CONTENTS.—The report shall also include the fol-  
24     lowing:

1 (1) OVERSEAS PLACEMENT OF VISA SECURITY  
 2 OFFICERS.—The report shall assess the criteria used  
 3 in deciding where to station or not to station visa se-  
 4 curity officers

5 (2) QUALIFICATIONS OF VISA SECURITY OFFI-  
 6 CERS.—The report shall assess the skills required of  
 7 a visa security officer, including required foreign  
 8 language skills.

9 (3) DUTIES.—The report shall contain both the  
 10 model visa security officer position description and  
 11 the current duties of the visa security officers sta-  
 12 tioned overseas.

13 (4) PLACEMENT WITHIN DEPARTMENT.—The  
 14 report shall contain a recommendation on the proper  
 15 location of the program within Department of  
 16 Homeland Security to maximize its value as a  
 17 counter-terrorism program.

## 18 **Subtitle C—Securing the Visa** 19 **Waiver Program**

### 20 **SEC. 321. VISA WAIVER PROGRAM PASSENGER SCREENING;** 21 **BIOGRAPHICAL CHECKS.**

22 (a) IN GENERAL.—The Secretary of Homeland Secu-  
 23 rity shall establish, as part of the integrated entry and  
 24 exit data system required under section 110 of the Illegal  
 25 Immigration Reform and Immigrant Responsibility Act of

1 1996 (8 U.S.C. 1365a), an electronic system through  
2 which an alien seeking to enter the United States without  
3 a visa under the visa waiver program described in section  
4 217 of the Immigration and Nationality Act (8 U.S.C.  
5 1187) is required to submit biographical information prior  
6 to embarkation.

7 (b) ELEMENTS.—The electronic system required to  
8 be established under subsection (a) shall satisfy the fol-  
9 lowing requirements:

10 (1) ELECTRONIC DETERMINATION OF ELIGI-  
11 BILITY.—The system shall include a method for an  
12 electronic determination to be made, and an elec-  
13 tronic response to be provided, in 30 minutes or less,  
14 as to whether or not an alien submitting information  
15 as described in subsection (a) is eligible to be admit-  
16 ted to the United States as a nonimmigrant visitor  
17 described in section 101(a)(15)(B) of the Immigra-  
18 tion and Nationality Act (8 U.S.C. 1101(a)(15)(B)).

19 (2) CARRIER OBLIGATIONS.—The system shall  
20 include a method for requiring—

21 (A) carriers and other corporations de-  
22 scribed in section 217(a)(5) of such Act (8  
23 U.S.C. 1187(a)(5)) to inquire electronically,  
24 prior to an alien passenger's embarkation with-  
25 out a visa, whether the alien has been deter-

1           mined, using the system described in this sec-  
 2           tion, to be eligible for such an admission; and

3           (B) the electronic response to such inquiry  
 4           to be provided in 90 seconds or less.

5           (3) DEPLOYMENT.—The system shall be de-  
 6           ployed as soon as possible after the date of the en-  
 7           actment of this Act.

8           (4) FEE.—The Secretary of Homeland Security  
 9           shall establish a fee to be charged to aliens described  
 10          in subsection (a) that is set at a level that will en-  
 11          sure the recovery of the full costs of establishing and  
 12          operating the system.

13          (c) CONSULTATION.—In developing the system, the  
 14          Secretary of Homeland Security shall consult with, and  
 15          allow for the system’s review by, a private sector group  
 16          consisting of individuals with expertise in immigration,  
 17          travel, tourism, privacy, national security, or computer se-  
 18          curity issues.

19      **SEC. 322. DEFINING SECURITY RESPONSIBILITIES OF THE**  
 20                              **VISA WAIVER PROGRAM OFFICE.**

21          (a) IN GENERAL.—The Secretary of Homeland Secu-  
 22          rity shall create a Visa Waiver Program Office.

23          (b) FUNCTIONS.—The functions of the head of the  
 24          Visa Waiver Program Office shall include the following:

1           (1) Developing a plan to submit the annual re-  
2           port required under section 110(e) of the Illegal Im-  
3           migration Reform and Immigrant Responsibility Act  
4           of 1996 (8 U.S.C. 1221 note).

5           (2) Developing protocols and a plan to conduct  
6           biennial country reviews.

7           (3) Determining funding levels necessary to  
8           support the conduct of country reviews and to carry  
9           out the other responsibilities of the office.

10          (4) Developing a process to comprehensively  
11          check all lost and stolen passport data provided  
12          countries designated as visa waiver program coun-  
13          tries under section 217 of the Immigration and Na-  
14          tionality Act (8 U.S.C. 1187) against entry and exit  
15          data in information systems of the United States.

16          (5) Developing procedures to collect and ana-  
17          lyze data concerning the fraudulent use of visa waiv-  
18          er program passports.

19          (6) Including in the country review protocols  
20          provisions to review document manufacturing and  
21          issuing security practices.

22          (7) Coordinating with the Department of State  
23          to establish standard operating procedure for sys-  
24          temic and proactive collection of lost and stolen  
25          passport information.

1           (8) Requiring that inventory control numbers  
2           and passport numbers be queried in lookout systems.

3           (9) Reviewing policies that allow the return of  
4           fraudulent travel documents to those who presented  
5           them when they are sent back to their countries of  
6           origin.

7   **SEC. 323. ADDITIONAL AND CONTINUOUS TRAINING FOR**  
8                           **INSPECTORS IN FRAUD AND IMPOSTER DE-**  
9                           **TECTION.**

10       (a) FRAUD DETECTION.—The Secretary of Home-  
11   land Security shall provide inspectors conducting inspec-  
12   tions of aliens entering the United States pursuant to the  
13   visa waiver program described in section 217 of the Immi-  
14   gration and Nationality Act (8 U.S.C. 1187) with en-  
15   hanced and continuous training in detecting imposters and  
16   in passport and document fraud detection. Additional  
17   training should be provided when any program country  
18   designated under such section makes changes in its pass-  
19   ports. The Secretary shall report to the appropriate con-  
20   gressional committees (as defined in section 2 of the  
21   Homeland Security Act of 2002 (6 U.S.C. 101)) on the  
22   amount and the type of training received such inspectors  
23   on detecting and handling fraudulent documents.

24       (b) FOREIGN LANGUAGES.—The Secretary of Home-  
25   land Security shall provide inspectors described in sub-



1 section (a) with foreign language training in languages de-  
 2 termined to be necessary to carrying out the anti-ter-  
 3 rorism and law enforcement functions of such inspectors.

4 (c) AUTHORIZATION OF APPROPRIATIONS.—There  
 5 are authorized to be appropriated such funds as may be  
 6 necessary to develop the capability to scan fraudulent doc-  
 7 uments and to transmit a high quality color image to the  
 8 forensic document laboratory. The Secretary of Homeland  
 9 Security shall ensure that staff is available in the Forensic  
 10 Document Laboratory on a 24-hour basis to assist in de-  
 11 termining the validity of the scanned document.

12 **SEC. 324. AUTHORIZATION OF FUNDS.**

13 There are authorized to be appropriated such sums  
 14 as may be necessary to carry out the functions described  
 15 in this subtitle.

16 **TITLE IV—SECURING THE IMMI-**  
 17 **GRATION BENEFITS PROCESS**

18 **SEC. 401. IMMIGRATION OMBUDSMAN.**

19 (a) EXTENSION OF AUTHORITY TO ALL IMMIGRA-  
 20 TION FUNCTIONS.—Section 452 of the Homeland Security  
 21 Act of 2002 (6 U.S.C. 272) is amended—

22 (1) in subsection (a), by striking “Citizenship  
 23 and Immigration Services” and inserting “Immigra-  
 24 tion”;

25 (2) in subsection (b)—

1 (A) in paragraph (1), by striking “the Bu-  
2 reau of Citizenship and Immigration Services”  
3 and inserting “U.S. Citizenship and Immigra-  
4 tion Services, U.S. Immigration and Customs  
5 Enforcement, or U.S. Customs and Border Pro-  
6 tection”; and

7 (B) in each of paragraphs (2) and (3), by  
8 striking “the Bureau of Citizenship and Immi-  
9 gration Services” each place such term appears  
10 and inserting “such entities”;

11 (3) in subsection (c)—

12 (A) in paragraph (1), by striking “the Bu-  
13 reau of Citizenship and Immigration Services”  
14 each place such term appears and inserting  
15 “the entities described in subsection (b)”; and

16 (B) in paragraph (2), by striking “Director  
17 of the Bureau of Citizenship and Immigration  
18 Services,” and inserting “Director of U.S. Citi-  
19 zenship and Immigration Services, Assistant  
20 Secretary for U.S. Immigration and Customs  
21 Enforcement, U.S. Customs and Border Protec-  
22 tion Commissioner”;

23 (4) in subsection (d)—

24 (A) in paragraph (2), by striking “the Bu-  
25 reau of Citizenship and Immigration Services”

1 and inserting “the entities described in sub-  
2 section (b)”;

3 (B) in paragraph (4), by striking “Director  
4 of the Bureau of Citizenship and Immigration  
5 Services,” and inserting “Director of U.S. Citi-  
6 zenship and Immigration Services, Assistant  
7 Secretary for U.S. Immigration and Customs  
8 Enforcement, and U.S. Customs and Border  
9 Protection Commissioner”;

10 (5) in subsection (e)(2), by striking “the Bu-  
11 reau of Citizenship and Immigration Services” and  
12 inserting “the entities described in subsection (b)”;

13 (6) in subsection (f)—

14 (A) by amending the subsection heading to  
15 read as follows: “Responsibilities.—”;

16 (B) by striking “Director of the Bureau of  
17 Citizenship and Immigration Services,” and in-  
18 serting “Director of U.S. Citizenship and Immi-  
19 gration Services, Assistant Secretary for U.S.  
20 Immigration and Customs Enforcement, and  
21 the U.S. Customs and Border Protection Com-  
22 missioner”;

23 (C) by striking “director” each place such  
24 term appears and inserting “person”; and

1           (7) in subsection (g), by striking “the Bureau  
2           of Citizenship and Immigration Services” each place  
3           such term appears and inserting “the entities de-  
4           scribed in subsection (b)”.

5           (b) PUBLIC INFORMATION CAMPAIGN; PRIVATE SEC-  
6           TOR INPUT.—

7           (1) IN GENERAL.—Section 452(d) of the Home-  
8           land Security Act of 2002 (6 U.S.C. 272(d)) is  
9           amended—

10                   (A) in paragraph (3), by striking “and” at  
11                   the end;

12                   (B) in paragraph (4), by striking the pe-  
13                   riod at the end and inserting a semicolon; and

14                   (C) by adding at the end the following:

15                   “(5) shall launch a public information cam-  
16                   paign; and

17                   “(6) shall establish a group, which shall consist  
18                   of private individuals, and Federal, State, and local  
19                   government officials, with expertise in migration,  
20                   travel, trade, or national security issues, to provide  
21                   the Ombudsman with private sector input.”.

22           (2) AUTHORIZATION OF APPROPRIATIONS.—  
23           There are authorized to be appropriated for such  
24           sums as may be necessary to carry out the amend-  
25           ments made by paragraph (1).

1       (c) ADDITIONAL REPORTING REQUIREMENTS.—Sec-  
2 tion 452(c) of the Homeland Security Act of 2002 (6  
3 U.S.C. 272(c)) is amended—

4           (1) in subparagraph (F), by striking “and” at  
5 the end;

6           (2) by redesignating subparagraph (G) as sub-  
7 paragraph (I); and

8           (3) by inserting after subparagraph (F) the fol-  
9 lowing:

10               “(G) shall state the percentage of com-  
11 plaints that can be traced to delays in benefits  
12 processing; and

13               “(H) shall describe the extent to which  
14 delays in benefits processing are attributable to  
15 entities outside of the Department, particularly  
16 government agencies conducting background  
17 checks.”.

18 **SEC. 402. CIS WORKFLOW, TECHNOLOGY, AND STAFFING**  
19 **ASSESSMENT.**

20       (a) IN GENERAL.—The Comptroller General of the  
21 United States shall conduct a comprehensive assessment  
22 of U.S. Citizenship and Immigration Services within the  
23 Department of Homeland Security. Such assessment shall  
24 include study of personnel, administrative and technical  
25 support positions, technology, training, and facilities.

1       (b) WORKFLOW.—As part of the study, the Comp-  
2 troller General shall examine all elements of such unit’s  
3 workflow, in order to determine the most efficient way to  
4 handle its work without compromising security. Any obsta-  
5 cles associated with security matters should be identified  
6 and recommendations should be made on ways to mini-  
7 mize such obstacles without compromising security. The  
8 Comptroller General should assess the division of work,  
9 adequacy of infrastructure (particularly information tech-  
10 nology), as well as personnel needs.

11       (c) INTERACTIONS WITH OTHER ORGANIZATIONS.—  
12 As part of the study, the Comptroller General shall exam-  
13 ine the unit’s interactions with other government organi-  
14 zations. Specifically, the Comptroller General shall deter-  
15 mine whether existing memoranda of understanding and  
16 divisions of responsibility, especially any which pre-date  
17 the establishment of the Department of Homeland Secu-  
18 rity, need to be revised in order to improve the bureau’s  
19 service delivery.

20       (d) BACKLOG COST.—As part of the study, the  
21 Comptroller General shall assess the current cost of main-  
22 taining the backlog (as defined in section 203 of the Immi-  
23 gration Services and Infrastructure Improvements Act of  
24 2000 (8 U.S.C. 1572)).

1 (e) INTERVIEWS.—The Comptroller General may  
2 interview any front-line personnel, without supervisors  
3 present, to determine priorities and needs.

4 (f) INFORMATION TECHNOLOGY.—Aspects of this  
5 study related to information technology should be coordi-  
6 nated with the Chief Information Officer for the Depart-  
7 ment of Homeland Security and should build on the find-  
8 ings of the task force established by section 3 of the Immi-  
9 gration and Naturalization Service Data Management Im-  
10 provement Act of 2000 (Public Law 106–215).

11 (g) SUBMISSION.—The study should be completed  
12 not later than January 1, 2005, and shall be submitted  
13 to the Secretary of Homeland Security, the Secretary of  
14 State, and the appropriate congressional committees (as  
15 defined in section 2 of the Homeland Security Act of 2002  
16 (6 U.S.C. 101)). It shall include recommendations for re-  
17 source allocation.

18 **SEC. 403. STUDY ON BIOMETRICS.**

19 (a) IN GENERAL.—The Secretary of Homeland Secu-  
20 rity, in consultation with the Director of the National In-  
21 stitute of Standards and Technology, shall conduct a  
22 study of all biometric identifiers that might be collected  
23 for purposes of processing and adjudicating applications  
24 and petitions for immigration benefits, and shall deter-  
25 mine which among these identifiers would be most appro-

1 piate for the purposes described in subsection (b). The  
2 Secretary shall provide the resources necessary properly  
3 to conduct the study.

4 (b) USES.—In carrying out subsection (a), the Sec-  
5 retary shall consider the use of a biometric identifier—

6 (1) to register or catalogue a petition or appli-  
7 cation for an immigration benefit upon submission  
8 to the appropriate Federal agency;

9 (2) to check the petitioner or applicant against  
10 watch lists;

11 (3) as part of the integrated entry and exit data  
12 system required under section 110 of the Illegal Im-  
13 migration Reform and Immigrant Responsibility Act  
14 of 1996 (8 U.S.C. 1365a); and

15 (4) to conduct background checks with Federal  
16 intelligence agencies.

17 (c) FACTORS.—The Secretary shall consider the fol-  
18 lowing factors in making the determination under sub-  
19 section (a):

20 (1) Accuracy

21 (2) The technology available.

22 (3) Economic considerations.

23 (4) Storage.

24 (5) Efficiency.



1 (d) SUBMISSION.—The study should be completed  
2 within one year of enactment, and shall be submitted to  
3 the Secretary of State and the appropriate congressional  
4 committees (as defined in section 2 of the Homeland Secu-  
5 rity Act of 2002 (6 U.S.C. 101)).

6 **SEC. 404. DIGITIZING IMMIGRATION FUNCTIONS.**

7 (a) DIGITIZED FINGERPRINTS.—Not later than Jan-  
8 uary 1, 2005, all fingerprints taken for purposes of adjudi-  
9 cating an application or petition for an immigration ben-  
10 efit shall be digitized.

11 (b) REGISTERING APPLICATIONS BY BIOMETRIC.—  
12 Not later than January 1, 2005, all applications and peti-  
13 tions for an immigration benefit shall be registered or  
14 catalogued by the receiving agency using a biometric iden-  
15 tifier. Initially, such biometric identifier shall be a finger-  
16 print. Subsequently, the Secretary of Homeland Security  
17 may select one or more alternative biometric identifiers to  
18 be used for such purposes, taking into account factors  
19 such as efficiency, accuracy, the technology available, eco-  
20 nomic considerations, and storage requirements.

21 **SEC. 405. STUDY ON DIGITIZING IMMIGRATION BENEFIT**  
22 **APPLICATIONS.**

23 (a) IN GENERAL.—The Comptroller General of the  
24 United States shall conduct a comprehensive study on  
25 digitizing all applications and petitions for an immigration

1 benefit, including digital storage, cataloguing, and the  
2 ability to apply for all types of immigration benefits  
3 through digital means. The study should consider costs for  
4 both the Federal Government and the applicant or peti-  
5 tioner, as well as the feasibility for all types of persons  
6 to apply by digital means.

7 (b) SUBMISSION.—The study should be completed  
8 not later than January 1, 2005, and shall be submitted  
9 to the Secretary of Homeland Security, the Secretary of  
10 State, and the appropriate congressional committees (as  
11 defined in section 2 of the Homeland Security Act of 2002  
12 (6 U.S.C. 101)).

○